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VII. MAJOR PROBLEM AREAS

A. Background

Differences of opinion have long existed, even among enforcement agencies, as to how best to attack the international drug control problem. These differences have been accentuated by a lack of sufficient funds to apply to it. Approaches to this problem have historically been law enforcement oriented. Since 1969, though, when funds were made available for a massive offensive against drug abuse, almost all agencies of the U.S. Government have been called upon to apply their resources to some facet of the problem. The consequent mushrooming effort on the part of agencies to which the narcotics problem has been in most cases an entirely new endeavor has been superimposed upon the traditional law enforcement effort, both in the U.S. and abroad. This multifaceted approach has at times resulted in a lack of agreement among these agencies as to their respective roles and functions in the overall U.S. effort to combat narcotics. With respect to intelligence support to this effort, this lack of agreement has resulted in the problems discussed in the following paragraphs.

B. Law Enforcement vs. Intelligence Information Collection

1. The lack of agreement in Washington is reflected in the field, where representatives of the different agencies involved are confronted with the practical problem of operating in a foreign country and trying to dovetail their varying types of operation. One of the major problem areas is the lack of understanding of the roles and *modi operandi* of clandestine intelligence information collection agencies and law enforcement agencies in support of law enforcement activities abroad. Basically, clandestine information collection agencies do not engage in law enforcement activities, and CIA has no law enforcement authority. On the other hand, law enforcement agencies such as BNDD and Treasury do engage in collection activities in support of their enforcement mission. Difficulties arise primarily from two areas: (1) how deeply involved in law enforcement activities collection agencies become in order to protect the sources of the information which they collect; and (2) how much detail concerning their collection operations must be furnished to CIA by enforcement agencies to enable CIA to fulfill its coordinative responsibility. These problems are compounded by the fact that U.S. Government agencies have no law enforcement authority abroad and must work with police and other appropriate officials of the host government to which they are accredited.

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countries to report to Interpol Headquarters and to concerned countries the arrests of foreign nationals and the seizures connected with illegal narcotics activities. The Interpol community exchanges pertinent intelligence on illegal narcotics activities. The U.S. National Central Bureau furnishes U.S. enforcement agencies with the following types of information:

((a)) Intelligence information received from foreign governments relating to the arrival of suspect smugglers or vehicles bearing contraband, whose arrival at the United States border is imminent.

((b)) Descriptive notices concerning drug traffickers known to be involved in smuggling, as well as information on suspected gold and diamond smugglers.

((c)) The Interpol monthly recapitulative tables in which the identities of all international traffickers arrested in the world are given.

((d)) Reports of American citizens arrested in foreign countries on charges of smuggling violations.

((e)) Timely information received from foreign governments relating to newly developed methods being used by foreign criminals in the smuggling of narcotic drugs or psychotropic substances.

((2)) Interpol suffers from a lack of funds and personnel and from inadequate cooperation from all member countries. Even the United States is several years in arrears in meeting its meager contribution of approximately \$25,000 per annum. In 1971, Interpol created a system of "liaison officers" in Europe. Under this system officers are assigned from other areas to the Interpol Secretariat to further that rapport and cooperative endeavor which would ensure a more effective international working arrangement. For example, a proposal is now under study for the establishment of 7 permanent international positions in the Secretariat as well as the necessary additional Secretariat administrative personnel. The estimated cost of this proposal is \$250,000. The implementation of this would stimulate closer international Interpol working arrangement among Interpol countries to include participation of those countries which otherwise cannot afford to do so because of limited resources.

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11. That the Department of State continue to encourage Ambassadors in those countries in which host government cooperation is deficient to seize every opportunity to work with appropriate levels of such governments to solicit their further cooperation in combating the drug threat.

12. That DoD examine the feasibility of tasking overseas elements of the military departments to assist BNDD and Customs to a greater degree in narcotics investigations abroad, particularly with respect to the involvement of U.S. military personnel in narcotics activities.

13. That the supplement to DCID 1/2 (or other statements of national objectives or priorities) be revised to reflect the priority accorded by the highest policy levels to the narcotics target; and that such revision include the removal of illicit narcotics activities from Objective 71, "Nongovernmental Activities Detrimental to U.S. Interests," and the establishment of a separate category to cover narcotics information; further, that the Intelligence Guidance for COMINT Programming (IGCP) also be revised to reflect this priority. (See Section VII,F.2, page 34.)

14. That BNDD, Customs and CIA develop a handbook with necessary translations for use by U.S. special agents and foreign police services in debriefing narcotics informants. (See Section VII,G.3. page 35.)

15. That the State Department take the necessary steps to ensure that the United States meets its financial obligations to Interpol, and supports the proposed \$250,000 additional grant to Interpol to enable that organization to expand its activities against illicit narcotics activities. (See Section V,A.1.(4).(f), page 18.)

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